



California Department of Transportation

Transportation System Analysis and Evaluation (TSAE)

For the Relinquishment of

SR 82 (US 101 to I-880) in San Jose

Approved by:

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3/17/10
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Purpose and Need

The purpose of the Transportation System Analysis and Evaluation (TSAE) is to assess the relinquishment of State Highway System (SHS) facilities to local agencies. Relinquishment of individual SHS route segments can be initiated by either State or local agency request. The TSAE specifies the current roles of the route segment in the SHS and includes an assessment of the current and projected use of the facility as that use pertains to the mission and responsibilities of the State Department of Transportation.

The City of San Jose has requested the relinquishment of SR 82 between US 101 and I-880.

Caltrans Mission and Responsibilities

The mission of Caltrans is to improve mobility across California. Caltrans is responsible for the interregional and regional movement of people and goods, and is the owner-operator of the State Highway System. Caltrans works continuously, cooperatively, and comprehensively with transportation partners and local agencies in the development of other transportation modes.

Description of Route and Basis of Request for Relinquishment

Statutory Route Description

The statutory description for State Route 82 is as follows:

SR 82 is "from Route 101 near Blossom Hill Road in San Jose to Route 280 in San Francisco."



Constructed Route Description

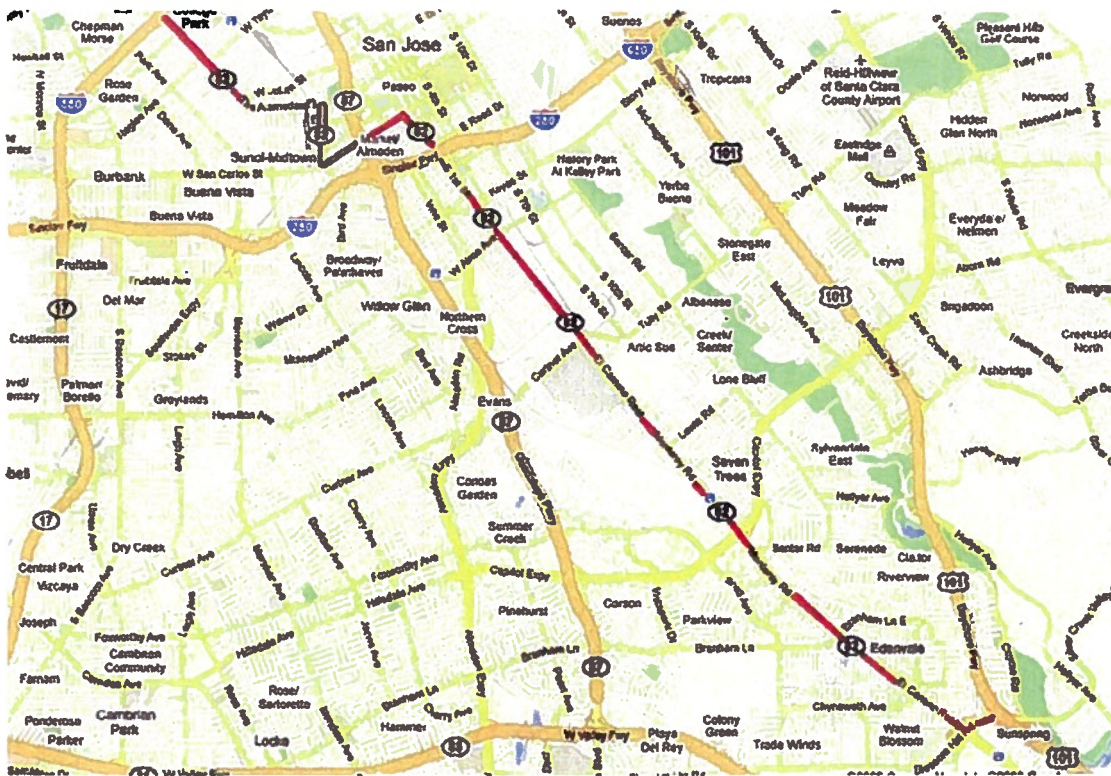
SR 82, an urban conventional facility in its entirety, conforms to the statutory description. It is approximately 52 miles long and links San Jose and San Francisco. Given the length of this particular conventional facility, SR 82 provides significant to-and-through access to the Peninsula sub-region, a major urbanized area that includes a significant percentage of the region's high-tech employment including ancillary support activity. SR 82 extends between US 101 and I-280, two of the region's critical freeway facilities that serve local, regional and interregional trips between the regions' two largest cities. The corridor also includes two of the region's three major airports and one of its major rail commute lines extending between San Francisco and Gilroy, 30 miles south of San Jose.

SR 82 comprises a portion of the historic El Camino Real or Mission Trail linking California's 21 missions stretching approximately 500 miles from San Diego to Sonoma. Prior to its numerical designation as SR 82, the route comprised a segment of US 101. Rapid urbanization of the Peninsula after World War II rendered this portion of US 101 inadequate for traffic needs. The Bayshore Highway to the east, originally constructed as Bypass US 101, was subsequently upgraded to freeway standards. In 1964, the Bayshore Highway was specified as US 101 and the former alignment along El Camino Real then became State Route 82.

Proceeding from south to north, SR 82 in San Jose is aligned as follows:

N/S Monterey Rd. to post-mile (PM) 6.0; N/S South First St. to PM 6.9; N/S Market Street to PM 7.3; E/W San Carlos Street to PM 8.0; N/S Autumn St./Montgomery St (one-way couplet) to PM 8.5; E/W The Alameda to PM 9.8.

Segment Requested for Relinquishment



The original request from the City of San Jose was for the relinquishment of SR 82 in its entirety within the city limits. Caltrans subsequently requested that the segment's northern terminus be I-880. This was for the purpose of system connectivity insofar as the termination of the segment at the San Jose City limit would have created a "stub end" at the city limit. This would have rendered the segment of SR 82 between SR 85 (approximately nine miles to the north) and the city limit line to be of limited use to the State. The portion of SR 82 requested by the City of San Jose for relinquishment is approximately 9.98 miles in length. It extends from US 101, the route's southern terminus, to I-880.

Route Designations

Functional Classification

The Functional Classification system was implemented by the Federal government in 1976. It is "the process by which streets and highways are grouped into classes ...according to the character of service they are intended to provide." This system differentiates between road access and mobility and classifies all public road segments based on how they fit into a mobility/access hierarchical structure. The system includes roads that are most conducive to mobility such as Interstate facilities or major urban arterials, approximately 15% of the nation's centerline road mileage. SR 82 in San Jose is functionally classified as a "Principal Arterial - Urban." Urban principal arterials primarily provide continuity from rural principal arterials for through traffic and between major centers within an urban area.

Interregional Road System (IRRS)

The IRRS is legislatively designated by the State to be critical to the region-to-region and the to-and-through movement of people and goods. As SR 82 is a conventional facility serving mainly local travel demand, it is not included in this system.

Freight Designation

State Route 82 allows use by trucks under both the federally-classified STAA (Surface Transportation Assistance Act) designation, and the California Legal Truck designation (65 ft. maximum length). These allowances enable accommodation of 5+ axle trucks.

Bicycle Facilities

Bicycle facilities in the corridor traverse a heavily-used urban arterial network on flat terrain.

Designated bicycle facilities on SR 82 are as follows:

- Blossom Hill Rd. to Tully Rd. – existing bike lanes
- Tully Rd. to Keyes St. – proposed bike lane
- Keyes St. to San Carlos St. – proposed bike route
- Autumn St. – existing bike route
- The Alameda – existing bike route

Basis for Relinquishment Request

The City of San Jose requested relinquishment of its portion of SR 82 to better enable implementation of the following projects.

- **San Jose Diridon Station Area Development** – The Diridon Station is being planned as a future station for the BART extension to San Jose. It is also projected to serve as the City's station facility for California High-Speed Rail (HSR) service. When completed, the Diridon Station would become a transit hub for connections between California HSR, Amtrak,

Altamont Commuter Express (ACE), Amtrak California, BART, Caltrain and Santa Clara Valley Transportation Authority (VTA) light rail and buses. In light of the future development of this major transportation hub, the City is developing plans for future development in the neighborhood adjacent to the Station that includes a portion of SR 82 (Autumn St. and Montgomery St.). It is anticipated that the development plans would be inconsistent with Department facility standards.

- **“The Alameda – A Beautiful Way”** – The City of San Jose has redevelopment plans for the neighborhood to the north of the Diridon Station that includes “The Alameda” portion of SR 82. This plan envisions a 1.5-mile livable community corridor of residential and commercial uses tied together with multi-modal transportation choices. Planned modification of “The Alameda” would conflict with State highway standards.
- **High Speed Rail (HSR) Alignment** - The favored alignment for the California HSR connection between the Bay Area, the Central Valley and Southern California is via Pacheco Pass south of San Jose. Within the Bay Area, the alignment would extend along Monterey Highway northward from Gilroy to the US 101/SR 85 (South) interchange. SR 82 immediately parallels existing rail facilities currently used by Amtrak, Caltrain and freight rail. As it may be most feasible to extend the California HSR facility along the existing rail alignment to access rail station facilities in San Jose, there may be future impacts on the existing SR 82 facility.
- **Blossom Hill Road Pedestrian Rail Overcrossing** – In 2005, a pedestrian fatality occurred on the Caltrain tracks near Blossom Hill Road at the southern terminus of SR 82. Federal funds, Proposition 1B transit funding, and Santa Clara County Measure A sales tax funds were combined to construct a pedestrian (rail) overcrossing project at this location. At the time of the City’s request for relinquishment, it had yet to be resolved whether State or City standards were to be used in the design of the facility across State right-of-way. The SR 82 facility remains under State ownership and operation, and the overcrossing is currently in design phase.

Current and Projected Traffic

Annual Average Daily Traffic (AADT) for SR 82 in San Jose (2008) ranged from 4,600 – 56,000 vehicles per day. The highest concentrations of traffic are near the freeways (I 880 in the north and US 101 in the south), with the lowest counts throughout the downtown San Jose area. SR 82 provides primarily local access to destinations at or near the segment termini. Downtown San Jose is directly served by freeway facilities.

For the year 2007, truck traffic on the portion of the route to be relinquished ranged from 3% to 3.3% of the total traffic volumes. Of all truck traffic, 5+ axle trucks ranged from 10-25%. There are no special truck restrictions on SR 82. Truck volumes on SR 82 through San Jose are relatively low with respect to truck percentage of AADT. These volumes indicate that SR 82 is not significant with respect to interregional freight movement.

Caltrans Maintenance Agreement with City

Through a maintenance agreement between Caltrans District 4 and the City of San Jose, the City performs:

- Pothole and crack repairs of pavement
- Roadside maintenance, i.e. sidewalks

- Street sweeping
- Minor repairs on bridges
- Signal and lighting maintenance
- Signing and striping maintenance

The State reimburses the City for this work, not to exceed the maximum authorized in the agreement. The cost of signal and lighting maintenance is shared for each intersection on a prorated basis.

Coordination with Local Plans and Programs

Caltrans works with local agencies to ensure compatibility between local land use and State highway facilities. This includes coordination with each agency in the development of its general plan. The General Plan for the City includes the following local area strategic plans for development of neighborhoods that may impact SR 82.

SR 82 - Monterey Road

In order to retain industrial services/suppliers in the City and encourage expansion of these uses, specific industrial areas have been targeted for their location. Specifically, the following areas have been identified: the Old Oakland Highway/Berryessa Road area; the Monterey Corridor area; the Rincon de los Esteros Redevelopment Area south of Brokaw Road and east of Zanker Road; and the area bounded by Coleman and Stockton Avenues, Highway 880 and Taylor Street.

The preservation of the older, established industrial areas of San José that contain these land resources, such as the Monterey Corridor area, is important to the overall economic development strategy of the City.

SR 82 - San Carlos Street

The Midtown Planned Community designates two areas for mixed use development in order to take advantage of infill opportunities near transit. One area is south of San Fernando Street near the Cahill Station and the second area is adjacent to a planned light rail station at Sunol and West San Carlos Streets. A mix of residential and commercial uses is allowed at higher intensities to maximize the development opportunities of these locations.

A combined Industrial/Commercial designation is applied to properties south of West San Carlos Street between Race Street and Los Gatos Creek, with the exception of the sites adjacent to the future light rail station described above under Mixed Use. The purpose of this designation is to preserve and intensify the existing pattern of light industrial and commercial service uses, maintaining opportunities for economic development in San José. This area should retain its existing industrial character and continue to provide important services, supplies and other products to other businesses and to residents of San José.

SR 82 - The Alameda

The Alameda Historic District Area is an area of historic sensitivity, including all sites fronting on "The Alameda" between Interstate 880 and Julian Street/Martin Avenue, and the trees and structures within the public right-of-way. As the grand boulevard to downtown, "The Alameda" which once connected Pueblo San José with Mission Santa Clara, is the most visually elegant street in San Jose.

Downtown Strategy Plan

The Downtown Strategy Plan (2000) concentrates on the core of the central business district and the neighborhoods that surround it. This area is framed on the west by the Union Pacific Railroad tracks and The Alameda. The major features of the street system include an extension of Bush Street from The Alameda south around a six-acre park and along the Union Pacific Railroad line to West San Carlos Street. The White Street right-of-way is planned to be developed south of The Alameda adjacent to the railroad tracks at the Cahill Station and extended south to terminate in a cul-de-sac just north of Park Avenue.

Coordination with State & Regional Plans and Programs

The Metropolitan Transportation Commission (MTC) is the regional transportation agency for the nine-county Bay Area. MTC is responsible for adopting the Regional Transportation Plan (RTP) that defines a long-range vision for the region's transportation network. The current RTP, titled "Transportation 2035" was adopted in 2009.

Currently there are no State Transportation Improvement Program (STIP) projects planned for SR 82 in San Jose.

The State Highway Operations & Protection Program (SHOPP) project list for SR 82 in San Jose identifies possible ADA upgrade projects in the area. These planning documents have not been finalized.

Relinquishment Recommendations

Background Information

Route Concept Reports (RCRs) are District planning documents that describe the Department's conceptual improvement options for a given transportation route or corridor over a 20-year planning horizon. These reports were developed by the Districts for all state routes during the late 1980s. They have been updated for some routes since that time. An update of the SR 82 concept information has not been performed.

The SR 82 Route Concept Report (1985) describes the route as a signalized, heavily-traveled city street. The RCR specified a future facility concept of a 4-6 lane conventional highway throughout its length. To date, there have been no plans for facility expansion on any portion of the route.

California Assembly Bill 2259 (AB 2259), introduced in 1996, created a two-tiered system within the State Highway System (SHS) that included "primary" and "secondary" state highway segments. Primary state highways were judged as critical to interregional and regional travel and were to be retained in the SHS. Secondary highways were specified as segments to be retained but as candidate segments for relinquishment to local ownership and operation. AB2259 was never passed by the Legislature, however Caltrans has since considered highway segment inclusion on the secondary list as a basis for segment relinquishment. SR 82 was specified as a secondary route.

In 2005, Caltrans District 4 undertook its own review of all State routes within the nine-county district. SR 82 in its entirety was ranked in the Top 10 Candidate Route Segments for relinquishment based on factors such as daily traffic, type of traffic served, system continuity, and local interest.

Overall Recommendation

This segment of SR 82 under consideration for relinquishment is a conventional city street serving local traffic. It does not provide any benefit to interregional or regional travel demand. Relinquishment of the segment would have little or no impact on regional and interregional trips. *Based on a system analysis of this request for relinquishment, with consideration of the State's mandate to facilitate the to-and-through movement of people and goods, it is recommended that SR 82 (SCL PM 0.00-9.92) be relinquished to the City of San Jose.*

Specific Recommendations

1. Relinquishment to local agencies should include the relinquishment of the operations, maintenance, and liability pertinent to the full length of the facility to be relinquished.
2. Cross-sectional relinquishment along any portion of the segment to be relinquished should be avoided. This includes the relinquishment of selected features within the travel way including, but not limited to, the median, sidewalks or individual lane(s) of travel.

3. As this segment of SR 82 is aligned on various city streets, there is no need to enter into any agreements concerning possible future street closures or signage.
4. As previously stated, there is the potential for the alignment of HSR within a portion of the existing SR 82 right-of-way. This situation could be of significant financial benefit to the existing owner-operator of the SR 82 facility. It is recommended that prior to relinquishment the State and the City of San Jose negotiate financial terms and conditions resulting from implementation of this particular HSR alignment that are acceptable to both parties.
5. Department policies protect non-motorized users of State highway facilities. The Department urges the continued protection of existing bicycle and pedestrian facilities along the segment to be relinquished.

District Coordination on Relinquishment

Project Lead:	Program/Project Management
Project Functional Lead:	Division of Design
System Evaluation:	Division of Planning
Community Liaison:	Division of Programming
Mapping:	Division of Right-of-Way
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